



DELEGATED APPLICATIONS - ASSESSMENT SHEET

APPLICATION NO./ADDRESS:

DC/25/2037

Windmill Cottage, Old Mill Place, Pulborough, West Sussex, RH20 2DR

DESCRIPTION:

Permission in Principle for residential development comprising 1-2 dwellings on garden land located to the south of Windmill Cottage.

RELEVANT PLANNING HISTORY:

None identified.

DESCRIPTION OF THE SITE

The application site consists of residential garden space to the south of the dwelling house known as Windmill Cottage. The site surrounds consists of dwellings largely detached in scale set within spacious plots. The plot is located within the Built up area boundary of Pulborough and the site is adjacent to but not located within the Pulborough (Lower Street) conservation area. The application site is within an Amber Zone for the Great Crested Newt and is not within a surface water flooding area.

DESCRIPTION OF THE APPLICATION

The application seeks permission in principle for development comprising 1-2 dwellings. The application site lies to the south of the dwellinghouse known as Windmill Cottage within the existing residential curtilage of Windmill Cottage. All matters are reserved regarding, layout, scale, design and materials. No access or parking details have been provided.

RELEVANT PLANNING POLICIES

The National Planning Policy Framework (NPPF)

Horsham District Planning Framework (2015):

- Policy 1 - Strategic Policy: Sustainable Development
- Policy 3 - Strategic Policy: Development Hierarchy
- Policy 31 - Green Infrastructure and Biodiversity
- Policy 32 - Strategic Policy: The Quality of New Development
- Policy 33 - Development Principles
- Policy 35 - Strategic Policy: Climate Change
- Policy 36 - Strategic Policy: Appropriate Energy Use
- Policy 37 - Sustainable Construction
- Policy 38 - Strategic Policy: Flooding
- Policy 39 - Strategic Policy: Infrastructure Provision
- Policy 40 - Sustainable Transport
- Policy 41 - Parking

Pulborough Parish Neighbourhood plan 2015-2031

- Policy 15: Design
- Policy 16: Water Neutrality

Pulborough Design Statement

Paragraph 33 of the NPPF requires that all development plans complete their reviews no later than 5 years from their adoption. Horsham District Council is currently in the process of reviewing its development plan however at this stage the emerging policies carry only limited weight in decision making. As the HDPF is now over 5 years old, the most important policies for the determination of this application must be considered as to whether they are 'out of date' (NPPF paragraph 11d). This includes, for applications involving the provision of housing, whether the Council can demonstrate a five year supply of deliverable housing sites (NPPF footnote 8).

The Council is currently unable to demonstrate a five year supply of deliverable housing sites, with the supply currently calculated as being 1 year. The presumption in favour of development within Paragraph 11d) of the NPPF therefore applies in the consideration of all applications for housing development within the District (unless footnote 7 or Paragraph 14 applies to relevant applications), with Policies 2, 4, 15 and 26 now carrying only moderate weight in decision making.

All other policies within the HDPF as itemised above have been assessed against the NPPF and are considered to be consistent such that they continue to attract significant weight in decision making.

Horsham District Local Plan (2023-40) (Regulation 19):

Policy 2: Development Hierarchy

Policy 6: Climate Change

Policy 7: Appropriate Energy Use

Policy 8: Sustainable Design and Construction

Policy 9: Water Neutrality

Policy 19: Development Quality

Policy 20: Development Principles

Policy 21: Heritage Assets and Managing Change within the Historic Environment

Policy 24: Sustainable Transport

Policy 25: Parking

REPRESENTATIONS AND CONSULTATIONS RESPONSES

Where consultation responses have been summarised, it should be noted that Officers have had consideration of the full comments received, which are available to view on the public file at www.horsham.gov.uk

Consultations:

Natural England: Standing Advice issued.

Southern Water: Comments and advice provided.

Representations:

No letters of representation received.

Parish Comments:

Objection to this application due to Southern water's correspondence on the portal which advises they do not have enough information.

Member Comments:

None received

HUMAN RIGHTS AND EQUALITY:

The application has been considered having regard to Article 1 of the First Protocol of the Human Rights Act 1998, which sets out a person's rights to the peaceful enjoyment of property and Article 8 of the same Act, which sets out their rights in respect to private and family life and for the home. Officers consider that the proposal would not be contrary to the provisions of the above Articles.

The application has also been considered in accordance with Horsham District Council's public sector equality duty, which seeks to prevent unlawful discrimination, to promote equality of opportunity and to foster good relations between people in a diverse community, in accordance with Section 149 of the Equality Act 2010. In this case, the proposal is not anticipated to have any potential impact from an equality perspective.

PLANNING ASSESSMENT

Principle Assessment

The Permission in Principle consent route is an alternative way of obtaining planning permission for residential development, which separates the consideration of matters of “principle” for the proposed development, from the “technical details” of the development. As such, the Permission in Principle route has two stages: the first being the “Permission in Principle” stage (subject of this current application), which establishes whether the site is suitable in-principle; and the second being the “Technical Details consent” stage which is when the detailed development proposals are assessed.

The scope of the Permission in Principle application (being the first stage) is limited to location, land use, and amount of development, as explained in Paragraph 012 of the Planning Practice Guidance (PPG) (Permission in Principle):

‘The scope of permission in principle is limited to location, land use and amount of development. Issues relevant to these ‘in principle’ matters should be considered at the permission in principle stage. Other matters should be considered at the technical details consent stage. In addition, local authorities cannot list the information they require for applications for permission in principle in the same way they can for applications for planning permission.’

The PPG 020 (Reference ID: 58-020-20180615) further states that:

‘It is not possible for conditions to be attached to a grant of permission in principle and its terms may only include the site location, the type of development and amount of development. Local planning authorities can inform applicants about what they expect to see at the technical details consent stage.’

Location and Land Use

Policy 3 of the HDPF seeks to retain the existing settlement pattern of the District and ensure that development takes place in the most sustainable locations possible. The application site is sited wholly within the built-up area boundary of Pulborough, the principle of development of the proposed development is therefore considered acceptable, with the scale of development appropriate to the function of the settlement.

Amount of Development

Policies 25, 32, and 33 of the HDPF promote development that protects, conserves, and enhances the landscape character from inappropriate development. Proposal should take into account landscape characteristics, with development seeking to provide an attractive, functional and accessible environment that complements the locally distinctive character of the district. Buildings should contribute to a sense of place, and should be of a scale, massing, and appearance that is of a high standard or design and layout which relates sympathetically to the landscape and built surroundings.

The application site is within an established residential area, with immediately surrounding development comprising detached dwellings set within plots of varying size. There are though examples of more modest semi-detached properties within the wider vicinity of the site. There is some variation in front building lines but there is generally separation retained between the built-form and the highway.

While there are concerns, taking into account the siting of neighbouring development, as to whether two detached dwellings could be accommodated on the site it is possible that a semi-detached pair of

properties could be provided without any adverse impacts, with similar development existing in comparable plots to the north of the site. It is therefore considered that the maximum number of dwellings proposed (i.e. two) would not be unacceptable in principle, and it would be a matter for the technical details stage to ensure an appropriate approach to how this level of development would be provided on the site.

Other Considerations

Biodiversity Net Gain (BNG)

Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021) mandates that every development must achieve at least a 10% Biodiversity Net Gain (BNG) (unless the development qualifies as exempt under the Biodiversity Gain Requirements (Exemptions) Regulations 2024) and that every planning permission granted for the development of land in England shall be deemed to have been granted subject to the condition that development must not be begun unless a Biodiversity Gain Plan has been submitted to the planning authority and the planning authority has approved the Plan.

The Applicant would at technical details application need to demonstrate that the development is exempt from the requirement to achieve a minimum 10% BNG, or demonstrate that the development would meet the minimum Biodiversity net gain requirements.

Water Neutrality:

A 2021 Position Statement from Natural England identified that it could not be concluded with the required degree of certainty that new development in the Sussex North Water Supply Zone would not have an adverse effect on the integrity of the Arun Valley SAC, SPA and Ramsar sites. As a consequence, and to comply with the legal duties set out in the Conservation of Habitats and Species Regulations 2017 (known as the Habitat Regulations), all new development since has been required to demonstrate water neutrality.

On 31st October 2025 Natural England formally withdrew the 2021 Position Statement, citing a package of measures that they were satisfied would safeguard the Arun Valley sites. Principal amongst these measures is a reduction in the Southern Water abstraction licence 'by March 2026'. However, given the licence change has not yet taken place Horsham District Council, as competent authority under the Habitats Regulations, cannot yet be certain that new development will not result in adverse impacts on the Arun Valley sites.

To ensure development can come forward as water neutral in the meantime, the Council has agreed with Natural England to use the significant water savings made by Southern Water in 2024/25 through their programme of leakage reduction (amongst other measures). This has generated some 3,240,000 litres per day of water savings that can now be attributed to new development without increasing water abstraction in the Arun Valley beyond baseline. These savings were previously to be used to launch the Sussex North Water Certification Scheme (SNWCS), however following the withdrawal statement SNWCS will no longer be launching. Natural England standing advice dated 10 November 2025 raises no objection to using these savings to enable development to come forward. The standing advice clarifies that it functions as Natural England's formal response pursuant to Regulation 63(3) of the Conservation of Habitats and Species Regulations 2017 to all relevant planning applications which seek to achieve water neutrality using the above Southern Water savings.

Officers have undertaken an Appropriate Assessment which demonstrates that the anticipated increase in mains water consumption from this development, alongside all other development granted since the 31st October 2025, will not exceed 3,240,000 litres per day.

Accordingly, Officers consider that the proposed development will not have an Adverse Effect on the Integrity of the Arun Valley Site, either alone or in combination with other plan and projects, thereby complying with Regulations 63 and 70 of the Conservation of Habitats and Species Regulations 2017, HDPF Policy 31, and paragraph 193 of the NPPF.

Other Matters

The matters of scale, design, layout, and access for the proposed development are reserved for consideration under the subsequent “Technical Details” application.

Conclusions and Planning Balance:

The proposed development comprises a development with a minimum of 1 dwelling and a maximum of 2x. The application site is located within the built-up area boundary of Pulborough and is considered acceptable in principle under local planning policies.

Recommendation: Application Permitted

NOTE TO APPLICANT

Technical Details Consent (TDC) Requirements

This Permission in Principle establishes only the location, land use and amount of development. All detailed matters, including access, layout, design, drainage, ecology, landscaping, affordable housing and infrastructure requirements, must be addressed through a subsequent Technical Details Consent (TDC) application in accordance with the Town and Country Planning (Permission in Principle) Order 2017.

The Amount of Development

The applicant is advised that whilst permission in principle is granted it would be necessary as part of any subsequent Technical Details Consent to demonstrate that two dwellings can be provided on the site in a way which would reflect the pattern and character of surrounding development.

Biodiversity Net Gain

Paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 requires that planning permission is deemed to be granted subject to the “Biodiversity Gain Condition”, which would prevent development from commencing until a Biodiversity Gain Plan has been submitted to and approved by the Local Planning Authority.

However, under Regulations 4, 5, 7 and 8 of the Biodiversity Gain Requirements (Exemptions) Regulations 2024, the statutory biodiversity gain condition does not apply to certain categories of development, including development which:

- 1) does not impact any onsite priority habitat (as defined under section 41 of the Natural Environment and Rural Communities Act 2006); and impacts less than 25sqm of onsite habitat with a biodiversity value above zero, and less than 5 metres of onsite linear habitat;
- 2) is the subject of a householder application;
- 3) is undertaken solely or mainly for the purpose of fulfilling a biodiversity gain planning condition attached to another development;
- 4) consists of no more than 9 dwellings on a site no larger than 0.5ha and consists exclusively of self-build or custom-build dwellings.

Applicants are advised that statutory exemptions and transitional arrangements are set out at Paragraph 003 (Reference ID: 74-003-20240214) of the Planning Practice Guidance: <https://www.gov.uk/guidance/biodiversity-net-gain>.

Highways and Access

Full access details, parking layouts, and internal circulation arrangements will be required at the Technical Details Consent stage.

POSITIVE AND PROACTIVE STATEMENT

Statement pursuant to Article 35 of the Town and Country Planning (Development Management Procedure) (England) Order 2015. The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received, in order to be able to, where possible, grant permission.

Plans list for: DC/25/2037

(The approved plans will form Condition 1 on the Decision Notice of all Permitted applications)

Schedule of plans/documents **approved**:

Plan Type	Description	Drawing Number	Received Date
Location plan		NONE	27.11.2025
Supporting Docs	Cover Letter	NONE	27.11.2025

DELEGATED

Authorising Officer sign/initial

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Guy Everest

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Date: 28.01.2026